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FROM: Daniel M. Long, Chair of the Justice Reinvestment Oversight Board

December 22, 2022

The Honorable Larry Hogan
Governor of Maryland
100 State Circle
Annapolis, MD 21401

The Honorable William C. "Bill" Ferguson IV
President of the Senate
State House, H-107
Annapolis, MD 21401-1991

The Honorable Adrienne A. Jones
Speaker of the House of Delegates
State House H-101
Annapolis, MD 21401-1991

**RE: Report required by § 9-3212 of the State Government Article (MSAR #10907) - 2022
Report of the Justice Reinvestment Oversight Board**

Dear Governor Hogan, President Ferguson, and Speaker Jones:

As required by § 9-3212 of the State Government Article, please find an enclosed copy of the Justice Reinvestment Oversight Board's *2022 Report of the Justice Reinvestment Oversight Board*, submitted through the Governor's Office of Crime Prevention, Youth, and Victim Services. This report includes information regarding the activities of the Justice Reinvestment Oversight Board and the Local Government Justice Reinvestment Commission between January 1, 2022 and December 31, 2022. Should you have any questions relating to the information provided, please feel free to contact me at 410-697-9338.

Sincerely,

Daniel M. Long
Chair, Justice Reinvestment Oversight Board

cc: Sarah Albert, Department of Legislative Services (5 copies)
Kunle Adeyemo, Esq., Executive Director, Governor's Office of Crime Prevention,
Youth, and Victim Services



2022 Report of the Justice Reinvestment Oversight Board

*State Government Article § 9-3212, Chapter 515(3) of
2016 (Senate Bill 1005)*

Chairman: Daniel M. Long

Submitted by:
Governor's Office of Crime Prevention, Youth, and Victim Services

Contact: Carly Seidman
410-697-9334 | Carly.Seidman@maryland.gov

MSAR #10907
December 31, 2022

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Acknowledgments

This *2022 Report of the Justice Reinvestment Oversight Board* is the result of hard work, valuable input, and dedication from numerous criminal justice stakeholders, including government officials, law enforcement, state's attorneys, victims' rights representatives, and state and local government representatives.

Those involved in these efforts continue to be generous with their time and supportive participation. Their feedback, suggestions, and recommendations were invaluable for the final report. The completion, timeliness, and comprehensiveness of this report would not have been possible without their active participation and support.

Roster of Members

Justice Reinvestment Oversight Board

The Justice Reinvestment Oversight Board is composed of various members, and a Chair appointed by Governor Hogan.

Judge Daniel M. Long

Board Chairman

Kunle Adeyemo, Esq.

Vice Chairman, Governor's Office of Crime Prevention, Youth, and Victim Services

Senator Michael Hough

Maryland Senate

Delegate Charlotte Crutchfield

Maryland House of Delegates

Secretary Robert L. Green

Department of Public Safety and Correctional Services

John D. Smack

Maryland Parole Commission

Lieutenant Colonel Roland Butler

Maryland State Police

David Eppler

Office of the Attorney General

Natasha Dartigue

Office of the Public Defender

Secretary David Brinkley

Department of Budget and Management

Bryan Mroz

Maryland Department of Health

Council President Corey Pack

Talbot County Council

Gail Watts

Baltimore County Department of Corrections

Chief Judge John Morrissey

District Court of Maryland

Judge Brett Wilson

Washington County Circuit Court

James Rzepkowski

Department of Labor, Licensing, and Regulation

Sheriff Jim Dewees

Carroll County Sheriff's Office

Scott Shellenberger

State's Attorney, Baltimore County

Mary Ann Thompson

St. Mary's County Detention and Rehabilitation Center

County Executive Calvin Ball

Howard County

Russell Butler

Crime Victims' Representative

Perthean Toins-Banks

Department of Labor, Licensing, and Regulation

Lori Brewster

Wicomico County Health Department

Sheriff Doug Mullendore

Washington County Sheriff's Office

Justice Reinvestment Advisory Board

The Justice Reinvestment Advisory Board consists of various members selected by the Justice Reinvestment Oversight Board, and is chaired by the Executive Director of the Governor's Office of Crime Prevention, Youth, and Victim Services.

Kunle Adeyemo, Esq.

Chairman, Governor's Office of Crime Prevention, Youth, and Victim Services

Jamin Ford

AFSCME

Lenora Dawson

NAACP

Vacant

CASA de Maryland

Yanet Amanuel

ACLU of Maryland

Vacant

Maryland Bar Association

Vacant

Maryland Retailers Association

Jenn Pollitt Hill

Maryland Network Against Domestic

Michele Hughes

Representative of Victims of Sexual Assault

Vacant

Baltimore Crisis Response, Inc.

Christopher Dews

Job Opportunities Task Force

Bill Gaertner

Gatekeepers

Vacant

Maryland Chamber of Commerce

Local Government Justice Reinvestment Commission

The Local Government Justice Reinvestment Commission includes members from each jurisdiction and an appointed Chair.

Council President Corey Pack
Chairman, Talbot County

Lisa Thayer Welch, Esq.
Garrett County

Captain Dan Lasher
Allegany County

Lt. Wayne Ramsey
Harford County

Major Michael Borgese
Anne Arundel County

Andrea King Wessels
Howard County

Vacant
Baltimore City

Herbert Dennis
Kent County

Gail Watts
Baltimore County

Angela Talley
Montgomery County

Lt. Timothy Fridman
Calvert County

Correne Labbe
Prince George's County

Charles Scott
Caroline County

LaMonte Cooke
Queen Anne's County

Sheriff Jim DeWees
Carroll County

Lt. Peter F. Wild
St. Mary's County

Major Mary Allen
Cecil County

Sheriff Ronnie Howard
Somerset County

Officer James E. Proctor
Charles County

Maylon Campher
Washington County

Joseph Hughes
Dorchester County

Lt. Richard Wiersberg
Wicomico County

Randy Martin
Frederick County

State's Attorney Kris Heiser
Worcester County

Executive Summary

Chapter 515 of 2016 (Senate Bill 1005), *Justice Reinvestment Act*, established a comprehensive criminal justice reform package to enable Maryland to better protect communities, restore families, and move the State's economy forward.¹ The Act also created three independent and complementary entities to provide oversight and guidance on the implementation of the Justice Reinvestment Act (JRA).

- [Justice Reinvestment Oversight Board](#) (Oversight Board)
- [Justice Reinvestment Advisory Board](#) (Advisory Board)
- [Local Government Justice Reinvestment Commission](#) (Local Commission)

Subtitle 32 of the State Government Article requires the Oversight Board to meet at least quarterly each year and to be staffed by the Governor's Office of Crime Prevention, Youth, and Victim Services (Office).² It also required the Oversight Board to establish the Advisory Board to include criminal justice system stakeholders in the analysis of the implementation of the justice reinvestment initiatives, consult, and coordinate with the Local Commissions and other units of the State and local jurisdictions concerning justice reinvestment issues.

To address this charge, the Oversight Board, the Advisory Board, and the Local Commission coordinated efforts to implement the law as required and to ensure it affects the desired changes in Maryland's prison and case outcomes. Through this partnership, member agencies monitored implementation successes and addressed roadblocks to performance measurement.

- The Oversight Board provided oversight to grantees and collaborated with partners through its convenings (two virtual and two in-person) to advance the goals of JRA. In addition, the Oversight Board continued to monitor the evolving impact of COVID-19 on the criminal justice system.
- The Advisory Board reviewed performance measures and data collected by the Office across a range of issues. The Advisory Board also discussed current challenges and future priorities that could be addressed through the Justice Reinvestment Initiative.
- The Local Commission monitored Performance Incentive Grant Fund grantees, shared COVID-19 best practices and information, explored and contributed input on a range of issues, including expungement, restitution, and services for returning citizens and those in

¹ Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](https://mgaleg.maryland.gov/2016RS/chapters_noln/Ch_515_sb1005E.pdf). Retrieved from https://mgaleg.maryland.gov/2016RS/chapters_noln/Ch_515_sb1005E.pdf.

² The Office serves as the coordinating agency for the Oversight Board, the Advisory Board, and the Local Commission, and oversees the JRA performance measurement. In this capacity, the Office staffs, manages membership, and coordinates activities and follow-up actions for each.

local detention, and continued efforts to improve local coordination and information sharing.

Pursuant to § 9-3212 of the State Government Article, this *2022 Report of the Justice Reinvestment Oversight Board* includes information on the activities of the Oversight Board, the Advisory Board, and the Local Commission from January 1, 2022, through December 31, 2022.

Justice Reinvestment Oversight Board

In 2022, the Oversight Board met four times to provide updates on placement times for court-ordered treatment and agency updates on the progress of JRA. In addition, throughout the year, Chairman Long and staff from the Office engaged with members of State and local government, advocacy groups, and criminal justice organizations to solicit feedback and identify potential issues that would merit the attention of the Oversight Board.

For each meeting, the Oversight Board received presentations on the progress and issues surrounding specific provisions of JRA. In 2022, the Maryland Department of Health reported that the average placement time under § 8-507 of the Health General Article was within the established JRA placement window of 21 days, and fluctuated between 10 and 17 days. Assessments under § 8-505 of the Health General Article averaged between 11 and 13 days. Staffing shortages in some detention centers caused an increase in time for both placements and assessments. The Maryland Department of Health anticipates the switch at certain detention centers, due to staffing shortages, to an in-person evaluation requirement will make it more difficult for evaluators to see patients.

In 2022, the Administrative Office of the Courts continued to report data tracking revocation of cap sentences. The Administrative Office of the Courts identified cases that were impacted by JRA sentencing changes and reported that 78% of such cases were decided within the JRA caps. This general trend honors the guidance of the JRA sentencing caps, and is consistent across all technical revocation sentences, regardless of being subject to JRA. Given the importance of data to inform decisions, the Office is examining available datasets to be used to develop a data dashboard to publicly display this information to stakeholders. In recent months, the Office created an interactive data dashboard, titled *Local Detention Center Population Statistics Dashboard*, to illustrate information regarding the jail population for local facilities, including those awaiting trial and those sentenced to incarceration. To view the *Local Detention Center Population Statistics Dashboard*, and its interactive capabilities, please visit the Office's website at: <http://goccp.maryland.gov/data-dashboards/local-detention-center-dashboard/>.

To continue the refinement of JRA performance measurement, and to set concrete targets, the Oversight Board continues to work with partner agency analysts to collect JRA data and collaboratively develop performance measures with the Office.

Justice Reinvestment Advisory Board

In 2022, the Advisory Board continued to share information from members and other groups outside of state government. The Advisory Board also received information from various agencies involved in the State's response to the pandemic and provided input on related issues. Moving forward, the Advisory Board will identify strategies to increase engagement and collaboration among the three JRA boards.

For additional information regarding the [Advisory Board](#), including meeting agendas and minutes, please visit the Office's website at:

<http://goccp.maryland.gov/councils-commissions-and-workgroups/justice-reinvestment-advisory-board/>.

Local Government Justice Reinvestment Commission

Chapter 515 of 2016 established the Local Commission to provide local government with a voice in the JRA process. It also charged the Local Commission to:

- Advise the Oversight Board on matters related to legislation, regulations, rules, budgetary changes, and all other actions needed to implement the recommendations of the Justice Reinvestment Coordinating Council as they relate to local governments;
- Make recommendations to the Oversight Board regarding grants to local governments from the Performance Incentive Grant Fund; and³
- Create performance measures to assess the effectiveness of the grants.

Under the leadership of Talbot County Council Chairman Corey Pack, , the Local Commission convened two times in 2022 (February and September). Throughout 2022, the Local Commission continued to promote information sharing between jurisdictions and state partners. The Local Commission also focused on the expansion of evidence-based recidivism reduction programs, which are eligible for expanded diminution credit opportunities. This is a high priority for reinvestment at the local level, which helped to guide the Local Commission's recommendations for priority funding areas under the Performance Incentive Grant Fund.

³ Maryland General Assembly. (2016). [Chapter 515 of 2016 \(Senate Bill 1005\)](https://mgaleg.maryland.gov/2016RS/chapters_noln/Ch_515_sb1005E.pdf). Retrieved from https://mgaleg.maryland.gov/2016RS/chapters_noln/Ch_515_sb1005E.pdf. Pursuant to § 9-3209 of the State Government Article, the purpose of the Performance Incentive Grant Fund is to make use of the savings from the implementation of the recommendations of the Justice Reinvestment Coordinating Council, and is to be administered by the Office as indicated in this section.

Specifically, the Local Commission identified the following priority populations for increased or expanded programming: incarcerated women, justice-involved individuals in need of mental health programming, incarcerated parents, and victims of crime.

The Local Commission also reviewed performance measures reported from the initial round of Performance Incentive Grant Fund grantees. The Local Commission will continue to assess gaps in services to identify future funding priority areas under the Performance Incentive Grant Fund.

To view additional information regarding the [Local Commission](#), including meeting agendas and minutes, please visit the Office's website at:

<http://goccp.maryland.gov/councils-commissions-and-workgroups/local-government-justice-reinvestment-commission/>.

Justice Reinvestment Workgroups

[Chapter 422 of 2018](#) established the Victim Services Unit in the Office, and charged the Victim Services Unit to coordinate with the judiciary, the Department of Public Safety and Correctional Services, the Department of Juvenile Services, the Central Collection Unit, the state's attorney's offices, and local correctional facilities to improve restitution collection. The Victim Services Unit filled the Victim Services Coordinator vacancy. This position is now responsible for staffing the Restitution Workgroup and the general coordination of restitution improvements. The Oversight Board appointed a subcommittee to examine issues related to restitution and to make recommendations to the board. This subcommittee meets regularly to work on these issues.

Performance Incentive Grant Fund (PIGF)

Section 9-3209 of the State Government Article established the Performance Incentive Grant Fund (PIGF) to provide for county-led innovations and state expansions of programming that was prioritized by Maryland's Justice Reinvestment Coordinating Council. It also requires the Office to administer the fund with recommendations provided by the Oversight Board. The primary purpose of the PIGF program is to reduce Maryland's state and local incarcerated population through appropriate diversion, deflection, service provision, and recidivism reduction resources. The fund was established through savings generated from the reduction of Maryland's inmate population times the inmate costs.

In FY 2022, and based on the recommendation provided by the Oversight Board, the Office allocated a total of \$6.5 million dollars to 20 subrecipients to reduce Maryland's state and local incarcerated population (*as illustrated below*).

- *Allegany County Board of Commissioners* (\$102,000), Pretrial Services
- *Anne Arundel County Community Action Agency, Inc.* (\$214,500), Reentry

- *Bon Secours of Maryland Foundation, Inc.*, (\$80,740), Reentry
- *Cecil County* (\$79,017), Alternatives to Incarceration
- *Easter Seals Serving DC-MD-VA, Inc.* (\$220,000), Reentry
- *Maryland Network Against Domestic Violence* (\$39,852), Specialty Courts/Alternatives to Incarceration
- *Washington County Board of Commissioners* (\$118,038), Alternatives to Incarceration
- *Hagerstown Goodwill Industries, Inc. DBA Horizon Goodwill Industries* (\$164,165), Reentry
- *Gatekeepers Corporation* (\$110,554), Reentry
- *Washington County Board of Commissioners* (\$87,511), Pretrial Services
- *Vehicles For Change, Inc.* (\$230,000), Reentry
- *House of Ruth Maryland, Inc.* (\$104,957), Alternative to Incarceration/Abuse Intervention Program
- *No Struggle No Success, Inc.* (\$119,945), Reentry
- *PIVOT, Inc.* (\$106,968), Reentry
- *Family Crisis Center of Baltimore County, Inc.* (\$104,894), Alternative to Incarceration/Abuse Intervention Program
- *Calvert County Board of Commissioners* (\$118,059), Pretrial Services
- *Inner County Outreach* (\$162,040), Evidence Based Practices
- *Fusion Partnerships, Inc.* (\$215,005), Reentry
- *Prince George's County* (\$219,665), Specialty Courts
- *My Covenant Place* (\$104,964), Specialty Courts/Abuse Intervention Programs

Future Priorities

As the criminal justice landscape evolves so does the approach of its stakeholders in addressing crime, public safety, recidivism, and more. As such, the Justice Reinvestment Initiative will begin to incorporate the Sequential Intercept Model (SIM), which details how individuals with mental and substance use disorders come into contact with, and move through, the criminal justice system. In response to feedback from stakeholders, the Oversight Board, the Advisory Board, and the Local Commission will begin to focus heavily on pretrial services and re-entry programming; and will continue to work in partnership with specific goals outlined below:

- The Oversight Board will continue to refine policy recommendations for victim restitution, expungements, data collection, and any JRA area with opportunities to improve performance and enhance public safety.
- The Advisory Board will continue its recommendations for data standardization and will support the expungement and restitution workgroups. Areas for future work include a

renewed focus on re-entry and related support services for returning citizens as it relates to trauma-informed care within facilities.

- The Local Commission will continue to monitor grantee performance and receive quarterly updates and presentations from grantees to inform future reinvestment recommendations. The Local Commission will also continue to support the workgroups, the dissemination of best practices, and the implementation of new programming.